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ABSTRACT

The World Bank's development committee met and reviewed the paper, "Education for Dynamic Economies." The paper assessed progress and identified key issues and challenges in meeting the goals of universal primary education. It concluded that these goals were unlikely to be attained without accelerated action at the country level and a scaling up of international support. The paper indicated that the World Bank would work closely with other partners to intensify efforts to help countries address the data, policy, capacity, and resource gaps that currently constrain progress, and proposed country-by-country analysis to establish Education for All (EFA) policy and financing needs. The development committee requested staff to prepare an action plan for accelerating EFA as a discussion item for its next meeting (April 2002). The proposed action plan delineated in this paper is rooted in a development compact between countries and their external partners. The action plan should be viewed as a first step in a results-oriented implementation framework for EFA. It is divided into sections: (1) "Executive Summary"; (2) "Achieving EFA: A Development Imperative"; (3) "Why EFA Must Mean Universal Primary Completion"; (4) "Global Scoreboard: Progress since Jomtien Prospects for Achieving Universal Primary Completion by 2015"; (5) "What Determines EFA Progress?"; (6) "Achieving EFA: Obstacles That Require Special Attention"; (7) "Moving Forward: Action Plan for Accelerating EFA"; (9) "Role of the World Bank"; (10) "Next Steps"; and (11) "Issues for the Development Committee." Annexes contain "Costing of EFA" and "Summary of EFA Action Plans." (BT)

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ED 474 429

EDUCATION FOR DYNAMIC ECONOMIES: ACTION PLAN TO ACCELERATE PROGRESS TOWARDS EDUCATION FOR ALL (EFA)

Development Committee
April 2002

SO 034 707

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DEVELOPMENT COMMITTEE
(Joint Ministerial Committee
of the
Boards of Governors of the Bank and the Fund
On the
Transfer of Real Resources to Developing Countries)

DC2002-0005/Rev1
April 9, 2002

**EDUCATION FOR DYNAMIC ECONOMIES:
ACTION PLAN TO ACCELERATE PROGRESS TOWARDS
EDUCATION FOR ALL**

Attached for the April 21, 2002 Development Committee meeting is a revised report entitled "Education for Dynamic Economies: Action Plan to Accelerate Progress Towards Education for All" prepared by the staff of the World Bank. This subject will be considered under item I.B of the Provisional Agenda.

ACRONYMS

CAS	Country Assistance Strategy
CDF	Comprehensive Development Framework
CIDA	Canadian International Development Agency
DFID	Department for International Development (UK Government)
DGF	Development Grant Facility
EFA	Education for All
EU	European Union
FfD	Financing for Development Report
GDP	Gross Domestic Product
HIPC	Heavily Indebted Poor Countries
HIV/AIDS	Human Immunodeficiency Virus /and Acquired Immunodeficiency Syndrome
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
MDGs	Millennium Development Goals
NGOs	Non-Governmental Organizations
ODA	Official Development Assistance
PRSC	Poverty Reduction Support Credit
PRSP	Poverty Reduction Strategy Paper
SWAP	Sector-Wide Approach
UIS	UNESCO Institute of Statistics
UNESCO	United Nations Educational, Scientific and Cultural Organization
UPC	Universal Primary Completion
WBI	World Bank Institute

EDUCATION FOR DYNAMIC ECONOMIES: ACTION PLAN TO ACCELERATE PROGRESS TOWARDS EDUCATION FOR ALL (EFA)

Prepared by World Bank Staff for the
Spring Development Committee Meeting

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EDUCATION FOR DYNAMIC ECONOMIES: ACTION PLAN TO ACCELERATE PROGRESS TOWARDS EDUCATION FOR ALL (EFA)

I. Executive Summary

a. At its last meeting, the Development Committee reviewed the paper *Education for Dynamic Economies: Accelerating Progress Towards Education for All (EFA).* The paper assessed progress and identified key issues and challenges in meeting the goals of universal primary education. It concluded that these goals were unlikely to be attained without accelerated action at the country level and a scaling up of international support. The paper further indicated that the World Bank would work closely with other partners to intensify its efforts to help countries address the data, policy, capacity, and resource gaps that currently constrain progress, and proposed country-by-country analysis to establish EFA policy and financing needs. The Development Committee requested staff to prepare an action plan for accelerating EFA, to be discussed during its next meeting (April 2002).

b. The world community has established and strongly backed EFA targets several times during the past decade: the 1990 Jomtien targets were reaffirmed and extended in Dakar in April 2000 and again reiterated and refined as part of the Millennium Development Goals in September 2000. The strong international political commitment to education has, however, not translated into sustained EFA gains at the country level. This is, in part, because the commitments were not supported by either a "roadmap" for success or an objective framework—for countries and their external partners—to measure progress and aid-worthiness. The Dakar Framework for Action was an important step in the right direction and needs benchmarks for gauging progress across countries to take sufficient account of the financial and policy implications of the proposed actions, and to define the rules of engagement between countries and their external partners. The action plan proposed in this paper builds on the Dakar Framework for Action and is intended to constitute a solid foundation for an EFA roadmap.

c. To first establish a sounder basis for assessing the scale of the problem and to set a baseline for monitoring country progress, an internationally comparable data base of primary completion rates was constructed, from 1990 to the most recent year possible, for 155 countries—the first time EFA progress has been measured in terms of primary *completion* rather than enrollment. This new indicator recognizes that true and sustainable learning begins to occur only after the completion of at least 5 to 6 years of primary education of reasonable quality. Based on a review of successful countries as well as those where completion rates have stagnated or declined, a set of key policy and financing norms were identified, which are associated with countries' differential progress. The parameters observed in successful countries constitute technical benchmarks or "norms" against which countries' EFA plans may be evaluated and costed.

d. The following findings emerge from the analysis:

- *The risk of not achieving EFA goals is much more serious and widespread than earlier believed.* Whereas only 32 countries were formerly believed to be at risk of not achieving the EFA goal of universal primary education on the basis of enrollment rates, use of completion rates raises the number to 88 countries, out of the total 155 for which data were established. Some 35 countries are unlikely to meet the goal of eliminating gender disparities at the primary level by 2005, even when the goal is simply universal primary enrollment and not universal primary completion.
- *For the majority of "at risk" countries, EFA is achievable—with the right policies.* Fifty-nine out of the 88 countries at risk can reasonably be expected to achieve universal primary completion by 2015 if they bring the efficiency and quality of their education systems into line with benchmarks observed in higher-performing systems and receive significant increases in external financing and technical support. The 29 countries lagging farthest behind will not reach the goal without historically unprecedented rates of progress, but these rates are attainable with creative delivery solutions, including the use of information technologies flexible and targeted international support, and overall reduction in poverty.
- *Education policies that improve learning outcomes are as important as additional resources.* While there is no single recipe, common features of low-income countries that have either achieved or are on track to achieving universal primary completion are political commitment and national leadership for education demonstrated by: (i) adequate domestic resource mobilization for primary education; (ii) efficient and effective use of resources; (iii) focus on educational quality and learning outcomes; and (iv) specific actions to make schooling accessible and effective for poor and disadvantaged children and especially for girls.
- *At-risk countries have a significant financing gap.* Even after maximum mobilization of resources domestically and under the Heavily Indebted Poor Countries (HIPC) Initiative, funding required from external partners would be substantialiy above present levels.

e. Accelerating progress towards EFA requires integrated action to close four gaps. Countries need *data* of good quality to accurately measure and monitor progress and inform policy; sound *policies* to help translate the vision and strategy of a robust education system into development outcomes; strong institutional *capacity* to ensure effective and sustainable delivery of quality education services; and adequate domestic and external *financing* to fund needed investment and recurrent expenditures. Success in closing these gaps will rest foremost on strong country ownership of the EFA agenda.

f. Achieving EFA goals by 2015 presents daunting challenges but the prospects of achieving the goal are much better today than they have ever been since the formal launching of the EFA movement in 1990. Renewed global interest in the role of education in development has increased national and international political commitment to act: several countries have demonstrated that dramatic progress is possible if

appropriate actions are taken. EFA planning and implementation can be greatly enhanced through effective integration into the PRSP and the CDF framework both of which provide an important framework for countries to take ownership and leadership of the development process and to more effectively coordinate external support. As part of the Millennium Development Goals (MDGs), the EFA agenda can more effectively be addressed within the overarching poverty reduction framework.

g. Financing of EFA for the 47[1] IDA countries analyzed indicates that in order to achieve universal primary completion by 2015, average annual expenditure on primary education for these countries would need to increase from $7.4 billion to $16.4 billion between 2002 and 2015. The bulk of these additional resources could be generated domestically with increased national commitment to education but many of them would require significant external support during the transition period while the countries reform their systems and put the education systems on a sustainable path of quality and equity. These 47 countries would require between $2.5 billion to $5 billion per year in additional external resources as an absolute minimum. This estimate is three to five times the amount that they currently obtain in external aid for primary education. A regional breakdown of the estimate shows the importance of intensifying support to sub-Saharan Africa: the region would require a *seven-fold* increase from its present level of aid inflows for primary education in real terms.

h. The $2.5-$5 billion estimate appears different from the Financing for Development (FfD) Report's estimate of $10-13 billion a year, included in the overall estimate of $40-60 billion a year needed to reach all of the MDGs. It is important to note, however, that the two estimates are very similar in terms of additional resources required: the difference lies in whether the resources would be generated domestically or externally. The difference between the two estimates (see Annex 1) underscores the key point made in both reports, that policy reform and country commitment, reflected in additional domestic resources, are the critical ingredients in determining the external financing gap.

i. The proposed action plan is rooted in a development compact between countries and their external partners. In the compact, governments would demonstrate their commitment to education through efforts to transform their education systems, in response to which external partners would provide financial and technical support in a transparent, predictable, and flexible manner. This action plan should be viewed as a first step in a results-oriented implementation framework for EFA. A great deal more work needs to be done to develop a detailed, costed and time-bound action plan. Over the next few months, the costing exercise will be extended to all the countries that have not yet achieved EFA and the analysis will be broadened to address other EFA goals such as gender equality in primary and secondary education and adult literacy. Further consultations will take place between countries and partners to seek consensus on the

[1] The starting sample included all 79 IDA-eligible countries with per capita incomes below US$885. The 47 countries for which detailed costing was done excluded (i) those with populations below 1 million, (ii) seven for a lack of data, and (iii) 10 which are not "at risk" on achieving EFA. The 47 countries are home to 75 percent of all children currently not in school.

elements of the action plan and to review roles and responsibilities for partners in harmonizing, and making more effective, assistance to countries.

j. We propose to the Development Committee an EFA "fast track" in which about 10 countries are selected, by June 2002, for increased and immediate support, to help generate an early demonstration effect. The fast tracking would be done within the PRSP/CDF framework and implemented through a multi-donor education consortium that would align the external financing needs of these countries with available financial support from donor agencies.

II. Achieving EFA: A Development Imperative

1. Good education reduces poverty and inequality and is essential for sustained economic growth. Combined with good macroeconomic policies, it is fundamental for the construction of democratic societies and globally competitive economies. Education triggers a series of benefits: it is key to creating, applying and spreading new ideas and technologies which in turn are critical to high sustained growth; it augments cognitive and other skills, which in turn augment the productivity of labor; better educated women are more effective in household production of children's good health and schooling. In addition, education is the ultimate liberator, empowering individuals to make personal and social choices. As aptly stated by Harbison and Myers, 1964, "education is both the seed and the flower of economic development."

2. Education is a critical productive asset and, as with other assets (land and physical capital), its distribution affects the distribution of income. In economies where a substantial portion of the population has little or no human capital, only a part of the population can exploit the growth process, thereby inhibiting average growth and increasing income inequality. Some East Asian countries, which began the postwar period with relatively low asset inequality, were able to grow at high and sustained rates over more than three decades driven by the increasing productivity of people who were initially poor. In contrast, most Latin American countries with greater inequality of assets, and fewer opportunities for poor people, grew less[2]. Reducing existing inequality in the distribution of education, the "people's asset", is an important step towards creating a global tide that lifts all boats which would in turn reduce the likelihood of global instability.

3. This paper focuses on achieving EFA, in order to ensure that all countries reach this minimum threshold to build a foundation for a holistic education and training system to empower individuals and transform societies through equitable economic growth, poverty reduction, sound governance and effective institutions.
Achieving EFA, however, is not an end in itself. In a competitive world economy, increasingly driven by knowledge and information, no longer can any country consider primary schooling adequate for its citizens or its labor force. EFA should be seen as an important first step in achieving broad-based education that spans secondary and tertiary education, and which affords adult learners literacy and lifelong learning opportunities. In addition, no country could make significant progress towards EFA without a strong secondary and tertiary education system, to support the training of teachers, school principals and education managers.

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[2] O'Connel, L. and Birdsall, N. 2001. Race, Human Capital Inequality and Income Distribution in South Africa, Brazil and United States. *Carnegie Endowment for International Peace. Washington* D.C.

III. Why EFA Must Mean Universal Primary Completion[3]

4. Shifting from enrollment ratios to completion rates as the basic measure of EFA progress may seem like moving back the goal post in a game that already appears almost lost. And yet, this is the goal stated in Dakar and reiterated as the education target in the MDGs[4]. From a human capital perspective, there is a substantial difference between getting all children enrolled in primary school and ensuring that they complete a five- or six-year primary school cycle (Figure 1). Literacy surveys in Africa and elsewhere indicate that a majority of adults with less than five or six years of primary schooling remain functionally illiterate and innumerate throughout their lives. This is consistent with research which indicates that countries may be trapped in a low-returns equilibrium until their level of human capital accumulation rises beyond six years of schooling, from which point they seem to achieve a higher steady-state macroeconomic path[5]. Unlike universal enrollment, universal completion cannot be achieved without ensuring sustained household demand for education, students' learning progress and school quality—all of which are interlinked.

5. Furthermore, equating 100 percent enrollment with achievement of "education for all" misses important segments of the population who never complete the primary cycle. While nearly 80 developing countries have developed the physical infrastructure to accommodate 100 percent of their primary school-age children, fewer than 30 of them have 100 percent completion rates. In every country, completion rates are lowest for children from poor families and children in rural areas; in many countries, they are sharply lower for girls than for boys, and are particularly low for poor, rural girls. Household survey data show how the schooling profile for the poorest children can lag behind that of children from higher-income groups (Figure 2). In some countries, gender and family income effects can together produce a dramatic gulf between completion rates for the poorest girls and the richest boys.

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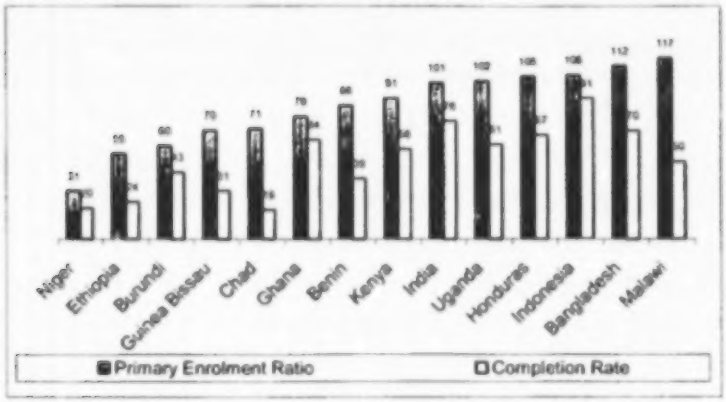
[3] The primary completion rate is calculated as the total number of pupils successfully completing the last year of primary school in a given year, divided by the total number of children of official graduation age in the population.

[4] **Dakar goals**: "ensuring that by 2015 all children... have access to and complete free and compulsory primary education of good quality and eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015"; **MDG target:** "ensuring that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling."

[5] Azariadis, Costas and Drazen. 1990. Threshold Externalities in Economic Development. *Quarterly Journal of Economic* 105 (2) pp 501-526

Figure 1. Primary enrollment ratios and completion rates (1999)

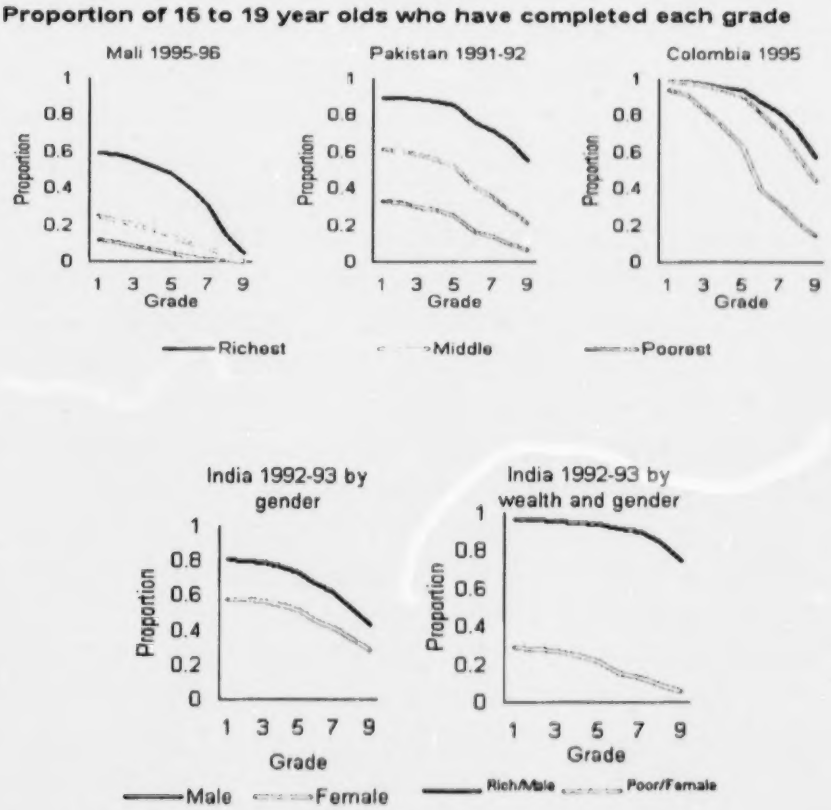


IV. The Global Scorecard: Progress Since Jomtien

6. Since Jomtien, the mean primary completion rate in the developing world has improved from 68 to 73 percent. The average, however, masks large regional differences: Africa has a completion rate of 55 percent while in South Asia, only two out of three children complete a primary education. India alone—being a giant among the low-income countries—accounts for 30 million, or about one-quarter, of all children out of school worldwide, and its national completion rate does not yet reflect its strong and innovative educational improvements at the state and district levels. The Eastern Europe and Central Asia region remains closest to achieving universal primary completion, with recent primary completion rates over 90 percent. Economic decline and growing inequality in several countries, however, are causing to cause severe stress among poor households that incur high direct costs for education. Primary completion rates in Latin America and East Asia are also relatively high, but these regions showed a disturbing pattern of very little aggregate improvement over the 1990s. The strong pace of educational progress seen in East Asia in earlier decades has clearly slowed.

7. Underlying the regional average are sharply diverging trends across different countries, with rapid progress registered in some, stagnation in others, and declines elsewhere. Such divergence—also among countries with similar levels of per capita income—suggests significant scope for education policy factors to influence primary completion rate progress. Gender disparities in completion rates are evident in many countries as well, in particular countries in the Middle East, South Asia, and parts of Africa. While some countries in these three regions have narrowed the gender gap, it has widened in others.

Figure 2. Schooling profiles disaggregated by parental income and by gender



Source: Filmer and Pritchett at http://www.worldbank.org/research/projects/edattain/edattain.htm

8. The good news is that several countries have demonstrated that dramatic progress in increasing primary completion rates is possible where political will is strong, effective reforms are adopted, and international support is adequate. Countries such as Brazil, Eritrea, the Gambia, Guatemala, and Uganda have registered improvements of 20 percentage points in the primary completion rate in less than a decade averaging more than 2 percentage points increase per year.

9. On the other hand, progress is fragile. Twenty-nine countries have seen completion rates stagnate or decline over the 1990s. A case such as Afghanistan (from an already low 22 percent in 1990 to an estimated 8 percent now) is dramatic and tragic. But other countries that have lost ground include Albania, Belarus, Cameroon, Kenya, Madagascar, Thailand, Venezuela, and Zambia.

Prospects for Achieving Universal Primary Completion by 2015

10. Latest data for the world's 155 developing countries for which data were established show that 36 countries have achieved universal primary completion, and that another 31 "on track" are likely to reach the goal on trend rates of progress achieved over the 1990s (Table 1). Another 88 countries, however, are "at risk" of not reaching the goals unless progress is accelerated. This group comprises 59 countries that would fall short of the goal but are making progress—labeled "not on track"—and 29 countries whose primary completion rates are not only low (below 70 percent) but also stagnating or declining—labeled "seriously off track".

11. If all the "at risk" countries could increase their primary completion rates from the last measured year to 2015 at an average rate of 2.6 percentage points per year, the world would come much closer to meeting the EFA target: 59 more countries would reach the goal, leaving only 29 countries short of the target. Since 2.6 percentage points per year is the median rate of progress observed in the 25 best-performing countries over the 1990s, this can be considered achievable. However, the 29 countries lagging farthest behind would need to improve at substantially faster rates, for which there is little historical precedent. It is feasible, for the world to attain universal primary completion by 2015, through a combination of strong political will, sustained and deep reform, greatly intensified financial effort and overall reduction in poverty levels.

12. Prospects for achieving the gender goal are less bright. Thirty-five countries out of 130 countries for which gender disaggregated gross enrollment data are available, are unlikely to reach the gender-parity goal at the primary school level by 2005. Included in this group are two high population countries, India and Nigeria. It is expected that the emphasis on education quality, which underlies this action plan, will increase the retention of girls in school, as girls' enrollment rates have been observed to be more responsive to education quality than that of boys. In addition, complementary actions will be necessary to address social and economic constraints that keep girls out of school, as well as in-school factors that push them out of school.

Table 1. Progress Towards Universal Primary Completion: Global Summary

Progress Rating	IDA Countries*	IBRD Countries**	TOTAL	*47 countries Analyzed*
Achieved UPC	13	23	36	*0*
On-Track to Achieve UPC by 2015	11	20	31	*8*
Not on Track to Achieve UPC by 2015	30	29	59	*23*
Seriously Off-Track	25	4	29	*16*
Total	**79**	**76**	**155**	*47*

* *Includes 'blend' countries eligible under IDA and IBRD*
** *Includes the Bahamas, Bahrain, Cuba, East Timor, Korea DPR, Oman, Qatar, United Arab Republic, and West Bank and Gaza*

V. What Determines EFA Progress?

13. Why have some countries achieved Universal Primary Completion so much faster than others? Building on previous research in this area[6], relative primary completion rates were analyzed as a function of key characteristics of the education system in 47 low-income countries. The analysis showed that the countries with the highest rates of primary completion share several distinguishing features. These countries:

- devote a higher share of national resources to public primary education;
- have reasonable unit costs;
- pay teachers a competitive salary that is commensurate with their professional qualifications;
- have higher spending on complementary, non-salary inputs;
- have a manageable pupil-teacher ratio of around 40; and
- have average repetition rates below 10 percent.

14. Countries with lower primary completion rates deviated widely from these values on the same parameters. Table 2 demonstrates the extraordinary variation across the countries analyzed. This research suggests strongly that the relatively balanced average values for these key parameters observed in the more successful countries (for example, pupil-teacher ratio of about 40:1, rather than either 75:1 or 13:1 as found in the less successful countries) may offer a set of technical benchmarks or "norms" to guide service delivery and financing reforms. Bringing these key service delivery and domestic resource mobilization parameters closer to the benchmarks drawn from higher-performing countries can improve internal efficiency, lower unit costs, and help ensure a higher quality learning environment for children, resulting in lower repetition, higher retention in school, and ultimately a higher rate of primary completion. It should be noted that although these technical benchmarks can serve as a common frame of reference for all countries, the exact mix of policy actions required will be country-specific, depending on a country's starting parameters.

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[6] Colclough, Christopher et al "Achieving Schooling for All: Budgetary Expenditure on Education in Sub-saharan Africa and South Asia" *World Development* 28 (11) pp. 1927-1944

Table 2. Benchmarks for Primary Education Efficiency and Quality

	Sample range in 1999/2000	Sample mean		2015 Targets
		Whole sample	Highest completion countries	
Service delivery				
Average teacher salary[a]	0.6 – 9.6	4.4	3.6	3.5
Pupil: teacher ratio	13 – 78.9	46	39.6	40
Non-teacher salary share of recurrent spending	0.1 – 45.0	23.8	25.2	33
Average repetition rate	0.0 – 36.1	16.6	8.2	10
Unit construction costs	$3,400 - 8,000	--	--	[b]
Private enrollments as % of total	0.0 – 76.6	9.9	11.5	10
Domestic resource mobilization				
Government revenues as % of GDP	8 – 55.7	19.6	20.7	14/16/18[c]
Education spending as % of recurrent budget	3.2 – 32.6	16.9	18.5	20
Primary as % of recurrent education spending	26 – 66.3	49.3	47.2	50

(a) Expressed as a multiple of per capita GDP (for high income countries, these figures would be lower)
(b) Construction costs were kept at prevailing values in constant dollars.
(c) Staggered targets proportional to per capita GDP. For a six-year primary cycle, these imply domestic expenditure on primary education equal to 1.4, 1.6 and 1.8 percent of GDP respectively.

VI. Achieving EFA: Obstacles that Require Special Attention

15. User fees, HIV/AIDS and armed conflicts constrain the ability of countries to accelerate progress towards EFA. User fees, while a relatively easier constraint to address than either HIV/AIDS or conflict, is an important reason why many children are unable to attend school. All three constraints would need to be factored into EFA planning.

16. **User Fees:** The exponential increase in enrollments that followed the abolition of user fees in primary education in Uganda and Malawi indicates the extent to which these fees (direct household payments) can impede education access for poor children. In Malawi, primary enrollments increased from 1.9 million to 3.1 million the year after fees were abolished in 1994, and in Uganda, enrollments increased from 3.4 million to 5.7 million in the year after primary school fees were abolished in 1996. Most countries impose some type of fees for primary education, although there is significant variation in the level of burden households have to bear. The elimination of user fees in primary education, therefore, must be an integral part of the action plan to accelerate EFA. It is critical, however, to ensure that there are alternative means of replacing revenue lost through the elimination of user fees without which education quality would be greatly undermined.

17. **HIV/AIDS:** The HIV/AIDS epidemic is damaging the supply of education, eroding its quality, weakening demand and access, drying up countries' pool of skilled workers including teachers, and dramatically increasing sector costs. In the worst hit countries, as many as 20 percent of teachers are HIV-positive; Zambia is losing about 1,000 teachers a year—about half of those trained annually. As of December 2001, 40 million people globally were living with the HIV infection, 2.7 million of them children

under 15 years. The World Bank has recently developed a strategy for integrating HIV/AIDS issues into education programs. The strategy is premised on the fact that education is on the one hand, a powerful means of HIV/AIDS prevention and on the other hand, it is also one of the sectors most severely threatened by the epidemic.

18. **Armed Conflicts:** Several of the countries (and territories) not "on track" are also currently in conflict (Afghanistan, Angola, Burundi, Democratic Republic of Congo, Somalia, Sudan, West Bank and Gaza) or emerging from recent conflicts (Bosnia, East Timor, Iraq, Liberia, Rwanda, Sierra Leone, and Kosovo). Prolonged conflict and violence results in lower spending on education, as public resources are diverted to warfare, and a collapse of management structures and capacity, often causing a total breakdown of the school system and reversing education progress. Social development and cohesion, moreover, are weakened by the nurturing of hatred, restricted basic freedoms, and the deep and traumatic effect on pupils, from the physical and emotional injury of war. At the same time, education can promote conflict prevention through curricula that builds respect for cultural, ethnic, and political differences.

19. Achieving EFA targets in these difficult contexts requires simultaneous support on several fronts, including school reconstruction, accelerated training of teachers, and provision of appropriate pedagogical materials. Particular attention must be paid to the reintegration of child soldiers and to the special needs of girls who frequently suffer profound emotional and physical abuse in conflict situations.

20. Post-conflict situations offer both special challenges and unique opportunities. On the one hand, political leadership and technical capacity in public institutions are often lacking, as are data and institutional memory. On the other hand, the impetus of reconstruction can help to advance reforms and launch innovations. The infusion of strong international support when hostilities subside has also, in several cases, produced a rapid recovery of schooling enrollments. With effective partnerships, it may be possible to build stronger, durable, and more responsive education systems from the ashes of conflict.

VII. Moving Forward: Action Plan for Accelerating EFA

21. Accelerating progress towards EFA requires action to close four gaps. Countries need *data* of good quality to accurately measure and monitor progress and inform policy; sound *policies* to help translate the vision and strategy of a robust education system into development outcomes; strong institutional *capacity* to ensure effective and sustainable delivery of quality education services; and adequate domestic and external *financing* to fund needed investment and recurrent expenditures. These actions need to be fully integrated at the country level: it is difficult for a government to make informed policy choices without accurate and relevant data; similarly, it is not possible to sustain difficult political reform if it is not supported with adequate resources. Success in closing these gaps will rest foremost on strong country ownership of the EFA agenda supported by strong external partnerships. Outlined below are proposed actions to address each of these gaps.

Strengthen education information systems and database

22. Sections III and IV demonstrate the risks inherent in using inappropriate or inaccurate data. Actions to improve the tracking of EFA progress:

- Make primary completion rate the indicator for future monitoring of EFA, it being the one most closely associated with household demand for education, students' learning progress and overall education quality. Within the limits of available data the completion rates discussed in this report do appear to reasonably capture the reality of primary education system coverage and student attainment in the 155 developing countries measured. These estimates can, however, be improved greatly in terms of both robustness and timeliness if national governments could be encouraged and supported to collect end-of-year data on the number of graduates.

- Significantly improve the quality, timeliness and management of education statistics in several elements: (i) strengthen the capacity of countries to collect and maintain accurate data; (ii) generate demand for good data by promoting policies and programs that are data-driven; (iii) develop indicators and maintain data on student learning achievement for all countries; and (iv) strengthen the technical capacity of the UNESCO Institute of Statistics (UIS) as the lead agency in the collection and management of global education data. Support would include enabling UIS to tap into and use other data bases, such as those from the World Bank Development Economics group or from UNICEF's household data base, which are usually more current than those published by UIS.

- Track the following five indicators for all EFA countries on an annual basis: (a) primary completion rate (disaggregated by gender) as the core indicator of EFA progress; (b) grade 1 intake as a leading indicator of enrollment trends and one of the best ways of tracking progress on gender goals; (c) gross enrollment ratio as a measure of immediate resource and construction requirements; (d) gender differences in primary, secondary and tertiary enrollment and completion; and (e) adult literacy rate. Countries will also need to track repetition and dropout rates closely.

- Monitor the gender gap as a core element of EFA progress. Given the wide gender disparities in many countries, there is almost no prospect for completely eliminating the differences by 2005. It would seem appropriate, then, to set achievable and meaningful intermediate goals, for example, to reach gender parity in terms of grade one intake by 2005 and to ensure that this initial gender equity is maintained as the 2005 cohort moves through the system.

- Adopt a stronger outcome orientation under the international EFA monitoring framework. A multi-agency program has recently been initiated under the leadership of UNESCO to provide a strong global comparative basis for tracking countries' progress on EFA, provide a rolling snapshot of progress on the EFA goals and identify countries that are on track/off track and need ongoing support or are in crisis. The policy and financing gap analysis discussed in this paper would support and complement this monitoring program.

Establish "normative" policy benchmarks for EFA

23. Based on a review of successful countries as well as those where completion rates have stagnated or declined, a set of key education policy and financing parameters was identified, which explain countries' differential EFA progress. The parameters observed in successful countries constitute technical benchmarks or "norms" against which countries' EFA plans may be evaluated and costed. The pattern exhibited by the countries with the highest primary completion rates, of relatively healthy spending on primary education as a share of GDP, moderate unit costs, and low repetition rates, represents a sustainable balance of resource allocation that is a necessary condition for EFA progress. Average values for these parameters – such as a pupil:teacher ratio of around 40 or repetition rates that are not too much higher than 10 percent, are labeled "norms" to the extent that deviating very far from them forces the education system into unhealthy adjustments. Teachers' salaries that are too low are linked to chronic absenteeism or to demand for direct payments from parents to supplement the low salaries. Similarly, education quality suffers in countries that spend less than one percent of GDP on primary education because they adjust for low spending through unsustainably high pupil:teacher ratios, too few teachers – who are also underpaid – and an inadequate supply of learning materials. It is emphasized, of course, that these "norms" should be recognized as helpful guides in gauging progress or point-in-time status rather than precise values to be applied rigidly without reference to a country's individual circumstances.

24. In order to bring technical rigor, transparency and financial discipline into the EFA planning process, we propose that these policy parameters constitute the "benchmarks" for good system performance. In each country, a "credible EFA plan" would define the process of reform that would bring its performance in line with these benchmarks. If the system is operating too high above these norms, they would be brought down closer to the "norm" and conversely if they were too low, they would be raised closer to the "norm." A framework with such clear benchmarks would ensure that policy actions, new investments in school expansion, domestic financing, and external assistance all lead to progressive improvements in system functioning in a convergent mode.

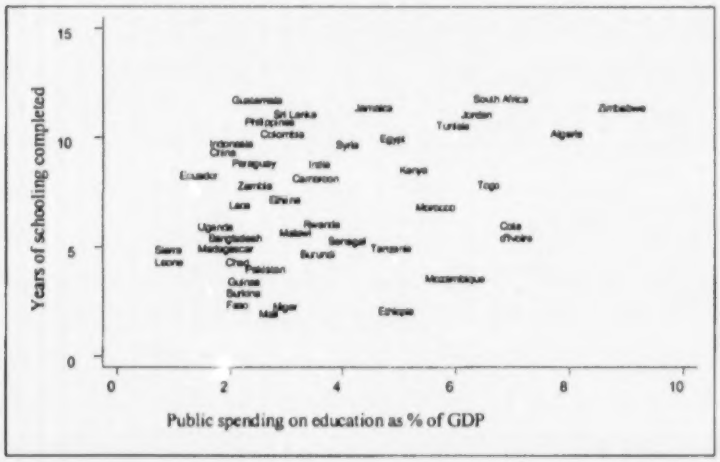
Support country capacity to improve learning outcomes

25. An adequate level and healthy salary/non-salary mix of resources for primary education is a necessary condition for EFA progress, but it is not sufficient. As shown in Figure 3, countries with similar levels of education investment obtain very different levels of schooling outcomes. Linking inputs to outcomes requires effective management – of personnel, finances, and the pedagogical process – to transform resources into quality schools and positive learning outcomes.

26. A review of worldwide EFA experience identified three fundamental strategic public policies that have shaped successful EFA efforts: (i) a system-wide focus on equitable distribution of education opportunity for all, especially disadvantaged children; (ii) effective management of the quality/access continuum, and (iii) adequate financial

resources. The review yields several lessons on what factors help to translate resources into learning outcomes without undermining the future growth of the education system.

Figure 3. Education spending and schooling outcomes



- *Strong political commitment and leadership*: political commitment keeps education high on a country's political agenda, supports the development of a sound sectoral strategy, promotes efficient resource mobilization and utilization, pushes through difficult and sometimes contentious policies, and helps build the institutional capacity necessary for effective program implementation. In addition, strong political leadership builds partnerships with parents and communities who sustain demand and support for education from the grassroots. Political commitment to push for EFA can also come from civil society as happened in Bangladesh where innovations initiated by NGOs, such as BRAC, were eventually adopted by the public sector and incorporated into the national program.
- *Adequate financing*: A country's financing effort for education has major implications for the system's coverage, equity, and quality. To achieve EFA, the 88 "at risk" countries would need to significantly increase their primary education resources and the efficiency of their use. Major efficiency gains have been achieved by countries that have established systems to track public expenditures and to better monitor the flow of funds.
- *Sound sector policy framework*: Education policy is most effective when it is comprehensive, strategic, and balanced across all levels of the education system. The most successful policy frameworks have been underpinned by: (i) a strong and gender-disaggregated data base for timely tracking and analysis of key outcomes and impact of different policies; (ii) rigorous analysis of tradeoffs, key issues, and constraints; (iii) wide dissemination and consultative planning; and (iv) agile incorporation of new knowledge.

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- *Attention to the disadvantaged*: In countries that have not achieved UPC, unequal education opportunities feed larger societal inequality. Effective EFA strategies stem from a clear understanding of who is being left out of the education system and targeted efforts to address the barriers faced by disadvantaged groups. Positioning education in the context of community development strategies and collaborating closely with communities is essential in building and maintaining demand for education. User fees are a barrier to participation in education especially by poor children, and should be eliminated in a systematic manner that does not undermine quality.
- *Balancing of quality/access reforms*: Pursuing access- and quality-enhancing objectives simultaneously is difficult. Established standard norms for school construction, teacher recruitment or curriculum reform are often compromised in order to widen access to educational opportunities. But long-term inattention to quality inevitably results in high repetition, dropout, low achievement levels, and poorly managed, overcrowded schools; these problems disappoint parents and other stakeholders and undermine long-term political support for education. Some interventions, however, have successfully minimized quality/access tradeoffs, including intensive teacher in-service-training programs, flexible policies on language of instruction, gender-sensitive curricula, and targeted textbook schemes.
- *Focusing reforms on the pupil*: Ultimately, EFA is about getting children to learn. Successful countries have: (i) ensured that resources reach the school/classroom level, through modalities such as block grants to schools; (ii) created local accountability structures and provided flexibility to school managers to respond to local conditions; and (iii) provided adequate professional support to teachers.

27. Complementary actions by international partners within the PRSP/CDF framework, would include:

- Increased knowledge generation and dissemination of good practices on EFA: in particular focus on areas where the knowledge base is weak, for example, (i) student learning outcomes, with a commitment to standardized assessment (initially at a national level, but eventually on an internationally standardized basis) to permit systematic tracking of learning progress; (ii) low-cost/high-return policy interventions such as community involvement in school construction; extension of the school year where appropriate and increases in the number of days of schooling effectively delivered; assignment of the best teachers to the critical first years of schooling; intelligent use of multi-shift and multi-grade schooling to improve the efficiency of teacher deployment; and progressive decentralization of resources and decision-making to schools and communities;

- Support for country-led efforts to implement EFA, in particular, support for greater stakeholder participation in the EFA agenda in order to strengthen national ownership of policy reforms;

- Support for coherent overall strategy for the education sector, underpinned by: (i) more timely and accurate education statistics; (ii) and a gradually developing capacity for policy analysis, research, and innovation particularly in identifying alternative

systems of delivery; and (iii) a clear focus on system equity, with resources and efforts focused on ensuring schooling access and learning progress for the students at greatest risk, including the provision of appropriate demand-side assistance to the rural poor, girls, HIV-AIDS orphans, and other disadvantaged children.

Mobilize adequate resources for EFA

28. To estimate the resources required to achieve EFA, simulations were carried out for the 47 low-income countries with the lowest primary completion rates. The calculations assumed gradual system reform towards the target parameters for service delivery and domestic resource mobilization shown in Table 2. Based on this analysis, the 47 countries would need to increase their expenditure on primary education from the annual $US7.4 billion they are currently spending to an average of US$16.4 billion per year (to accommodate the much larger numbers of pupils as well as quality improvements). The calculations show that several countries would be able to raise the extra resources from domestic sources, leaving a gap in the range of $2.5 -$5 billion per year, over the period 2002-2015, which would need to be financed externally. This financing gap should be considered the absolute minimum cost of achieving EFA under the most optimistic reform scenarios. It represents the core of the net transfer that the 47 primary education systems would need

29. Of the 47 countries discussed in this report, 27 face HIV-prevalence rates above 2 percent, and 12 of them, above 10 percent. The EFA costing exercise discussed in this paper calculated that HIV/AIDS would increase education costs by an additional US$500 million per year in Africa, because of the need to train and recruit additional teachers and to channel subsistence support to orphans at risk of dropping out.

30. The implied increase in external financing is significant but much lower than the figure of $10–15 billion per year included as part of the $40-$60 billion in the Financing for Development Report (FfD) needed to achieve all the Millennium Development Goals (Annex 1). The two are similar in their estimate of the additional resources required and mainly differ in the estimate of how much of that additional funding could be generated internally. The difference in the two estimates reinforces the point that country commitment through additional domestic resources, together with policy reforms, are the critical ingredients in determining the external financing gap, as well as in accelerating progress towards EFA.

31. In Dakar, the international community committed that "no country with a credible plan would be thwarted from implementing it for a lack of resources". Making good on that commitment would require development partners to:

- Significantly increase donor funding for primary education. The average external financing needed for just the 47 low-income countries studied is in the range of $2.5 billion to $5 billion per year between now and 2015—representing a three to five fold real increase over current aid for primary education to these countries and a seven-fold real increase in the share for Sub-Saharan Africa.

- Ensure better targeting of EFA priority countries. Current aid patterns for education do not prioritize EFA countries in greatest need—the 47 countries analyzed have an average primary completion rate of only 51 percent but receive only 10 percent of current ODA going to education;

- Change the mix of donor assistance. Donor support would need to shift a larger share of external assistance to recurrent budget support, including through debt relief under the HIPC-Initiative. In turn, recipient countries would need to show greater budgetary transparency and monitoring of outcomes, building on gains made through the PRSP process and PRSC lending;

- Improve the efficiency of aid transfers. A significant share of donor assistance typically supports technical assistance contracts, consultancies, seminars, and other expenditures that cannot be counted directly against the "net" resource requirements for EFA estimated in the calculations, about two-thirds of which will be for recurrent costs and notably for teacher salaries, system management and appropriate demand-side interventions. Greater use of pooled assistance and direct budgetary transfers in the context of Sector Wide Approaches (SWAPs), PRSPs and other programmatic support will be needed to increase the efficiency of transfers.

- Promotes improved outcomes. Additional resources would need to be transferred within an overarching framework that ensures:

  - The mobilization of additional resources is systematically coordinated and targeted to countries with technically credible EFA plans and evident domestic commitment;

  - Donor resources are pooled in ways that lower the transactions costs of channeling the needed support;

  - Flexible support strategies exist for countries whose policy environment and institutions are too weak or unstable to justify "full-scale" support. In these contexts, capacity building, knowledge-sharing, and outreach actions to build support for reform among domestic stakeholders should be the focus of engagement, pending the emergence of conditions that would justify larger resource transfers.

A development compact for education

32. A key lesson of experience about development effectiveness is that a country's capacity to productively use development finance is related to its policies, institutions and governance. Where country performance on these characteristics is satisfactory, financial support can be highly effective in achieving sectoral objectives and in poverty reduction. This action plan calls for a new development compact in which governments would demonstrate their commitment to education through efforts to radically transform their education systems and external partners would provide financial and technical support in a transparent, predictable and flexible manner. The compact is premised on the expectation that the provision of primary education is the responsibility of the country but some countries would be unable to raise domestic resources to the level required to accelerate EFA progress and they would need external assistance in the short term. The "normative" framework proposed above would guide the determination of a country's commitment to education.

Strengthening partnerships

33. Partnerships are central to successful implementation of EFA. At the country level, commitment, ownership, and early action are necessary first steps for generating momentum and triggering a response from the external community. Taking advantage of the PRSP consultative processes is vital, to establish EFA as a national priority meriting adequate budgetary resources and to obtain buy-in from civil society as well as the private sector on key reforms and program implementation. The need to foster local ownership and engage local communities cannot be overstated, in the context of increasingly decentralized environments.

34. Broad ownership is critical because the challenge of EFA goes well beyond finance: teacher salaries, user fees, targeting of subsidies, textbook availability, language of instruction, and school management are but a few of the issues where controversy is high but change, crucial. All stakeholders will need to understand the interrelationships between equitable access and quality. And all stakeholders will need to understand the choices to be made, as well as the costs of not achieving EFA.

35. At the international level, support is essential to help countries meet all aspects of the challenge—data, policy, capacity, and finance. Collaboration among donors—in particular between the World Bank and UNESCO and UNICEF—will be essential, to help monitor EFA progress and establish the data base needed to put the effort on a more credible technical footing. Donors will aîso need to coordinate and harmonize their actions more effectively in terms of education policies, program implementation financing arrangements, and operational procedures. Such harmonization can produce strong synergies while reducing the 'costs' of aid. The Dakar Education Forum set in motion a series of consultations. These need to be strengthened to make them more action- and outcome-oriented.

IX. Role of the World Bank

36. The World Bank is proactively harnessing opportunities presented by the increased international support for education and has adopted a dynamic strategy to scale up EFA efforts, going beyond these targets to ensure the long-term sustainability of quality education. The overall thrust is to use a systemic and integrated approach to education encompassing basic, secondary, tertiary and higher levels of education that would help countries accelerate progress from whatever point they are at along the education and development continuum. Underpinning this thrust is the PRSP/CDF framework, rooted in national strategies. There are several elements to the scaling up of Bank support to EFA:

➢ *Use the Bank's multi-sectoral comparative advantage* to help countries anchor education in the broader development context, recognizing that important factors outside the sector influence education outcomes: they include the overall macroeconomic situation, water and sanitation, health and nutrition and the private sector The Bank is strengthening support to countries to effectively integrate robust education strategies into PRSPs and the CAS and ensuring well-designed education components in multi-sector programs, in particular those that would improve service delivery.

➢ *Help countries improve data and information base.* In order to measure the performance of education systems at the country level and to improve the tracking of EFA progress, the Bank will enhance in-house capacity for data collection and also strengthen its ongoing financial and technical support with the UNESCO Institute of Statistics (UIS). The Bank will also help to sharpen measurement of progress on EFA by focusing on outcomes and achievement levels and by refining and standardizing the benchmarks discussed in this paper. The country-by-country policy and financing gap analysis already underway will be finalized and used as a basis to strengthen dialogue with countries and to help them implement the reforms needed to reach EFA targets.

➢ *Support countries in designing and implementing sound policies:* The Bank will scale up efforts to generate and disseminate knowledge on good policies and practices and continue to promote key education reforms to improve education outcomes. A major element of this is the scaling up of the Bank's economic and sector analysis in education to strengthen analytical underpinnings of the programs. Strategies to guide policy dialogue and program implementation have been developed or are being developed in several areas: tertiary education, science and technology, textbooks, HIV/AIDs and education and user fees. Preparation of similar policy papers is proposed for the coming year for secondary education, girls' education, and non-formal education.

➢ *Support capacity building:* In countries with weak policies and institutions—in particular those emerging from conflict—the Bank will work closely with those partners who have a comparative advantage in these countries. Improving capacity for public expenditure management, at both the national and local levels, will be crucial for effective service delivery and proper use of existing and new resources. In addition, the Bank will continue to strengthen its knowledge-sharing efforts, through, for example, dissemination of best practice in EFA or the training programs offered by the World Bank Institute on the design and implementation of reforms. Further the Bank will scale

up its sharing of global knowledge and experience to promote and support innovation, for example through the recently approved Bangladesh Female Secondary School Assistance Project (II) to improve girls' school attendance. Other examples include innovations to lower school construction costs and more proactive harnessing of information technology, especially in distance teacher training.

➢ *Help reduce the financing gap.* The Bank will scale up its resource transfer in several ways: reverse the decline in lending observed during the last three years; use its convening authority on financial aspects to establish a more effective and coordinated program for mobilizing additional concessional funding for education; and ensure that resources are allocated to countries in a predictable, flexible and transparent manner. This would be done within the broader context of CDF/PRSP and within the framework of the development compact discussed in this paper which will be further refined in discussion with partners.

➢ *Improve internal capacity to deliver.* The Bank has embarked on a large staff recruitment program to strengthen the skill mix of its education sector staff. Increased management and budgetary support for the education sector has been key in generating this new momentum.

X. Next Steps

37. Over the next few months, broader consultations will be held with countries and donor agencies to ensure full ownership of the proposed approach to accelerating EFA progress. The first such consultation[7] is planned for country and donor participants in early April 2002. Another important consultation with Ministers of Finance and Education of developing countries in Africa will be held in May. Following consensus on the policy and financing framework recommended in this paper, consultations would be aimed at developing a full-fledged action plan by September 2002.

38. In addition, it is proposed that a "fast-tracking" process be immediately initiated within the PRSP framework, that would provide quick and incremental support for about 10 countries that have good policies but are not "on track" to reach Universal Primary Completion by 2015 and which are also in need of external assistance. The fast-tracking process would provide tangible incentives for countries to stay on course on reforms or adopt a new one; aid in testing and refining the normative policy framework and benchmarks, with a focus on the need for flexibility; and demonstrate the potential for a new development compact to accelerate global progress towards the goal of a complete primary education for all. Fast-tracking of these countries would also provide important lessons on what is feasible in monitoring EFA and tracking progress. The selection of countries would take into account factors such as scope for commitment to early implementation of needed reforms; prospects for relieving key bottlenecks such as

[7] A conference is planned in Amsterdam on April 10-11, 2002 that will bring together countries and partners to discuss an action plan and in particular a financing framework for mobilizing, coordinating and allocating additional funds for EFA. The Government of the Netherlands, which provided funding for the underlying analysis to this action plan, is hosting the conference.

HIV/AIDS, and the overall status of the macroeconomic program. The list of countries for "fast-tracking" and the implementation arrangements for the fast-tracking would be agreed with partners by June 2002.

XI. Issues for the Development Committee

- Do ministers support the proposal for a "development compact" for education?
- Would ministers support "fast-tracking" of about 10 countries?
- Would ministers support the establishment of a financing framework that would ensure that additional resources needed can be mobilized and allocated to the most deserving countries as proposed in this paper?
- At the country level, would ministers support investments in education as a core development objective and help raise the political profile of EFA?
- Would ministers support the role of the Bank in EFA as defined in this document?

Annex 1. Costing of EFA
The Relationship Between the FfD Report Estimate and the Estimate in this Paper

The $2.5-5 billion estimate appears much lower than the FfD Report's estimate of $10-15 billion a year (as part of its overall estimate of $40-60 billion a year to reach the Millennium Development Goals).

1. In the FfD paper, the estimate for the education goal was arrived at using two methods. First, the sustaining cost method, which used current, average costs of primary education to infer the total cost of achieving universal primary enrollment in all developed countries, with no build-up. Significantly, it also did not assume any increase in the countries' own budgetary expenditure on primary education. Thus, this figure represents financing *needs*, rather than a financing gap. The resulting estimate was $10-13 billion. This paper proposes an increase in EFA total financing of $9 billion from $7.4 billion - $16.4 billion.

2. The second method extrapolated from four country case studies, which included assumptions about increases in government expenditure on primary education, and about the phasing-in of the program (as well as other policy changes). Since the unit costs from these four country case studies were close to the unit sustaining cost, the FfD estimated that, if other countries were similar, then the total cost would be about $10 billion. The analysis in the EFA paper shows, however, that these unit costs are quite different across countries. In particular, for some large countries, such as India, these incremental unit costs could be close to zero, since an increase in the government's own expenditures could meet the financing needs. Since India's population is large, this factor alone accounts for about $2.5 billion of the difference between the two estimates.

3. The FfD calculation reflects the total incremental resources required for all developing countries used in the calculations as compared to the 47 analysed in this paper. This paper introduces a more restrictive normative framework, which assumes a substantial domestic resource increase, thus making the external financing gap much smaller.

4. FfD paper assumes overnight accomplishment of the goal, rather than the more gradual expansion of coverage projected to 2015 in the present analysis.

5. More generally, the difference between the estimates underscores the key point made in both reports, that it is changes in government policies, not external assistance, that will be the primary determinant of achieving EFA.

Annex 2. Summary of EFA Action Plans (to complement action at country level)

Gap to be closed	Actions	Date	Lead Agency
Data	**Strengthen information systems and database** 1. Use UPC as core EFA indicator 2. Complete country-by-country analysis on policy/financing gap 3. Improve quality, timeliness, and management of education statistics 4. Track 5 key indicators annually, and monitor gender gap 5. Ensure outcome-focused EFA monitoring	 1. Beginning Jan 03 2. April-December 02 3. Ongoing 4. Ongoing 5. November 2002 (first EFA monitor-ing report)	 1. All partners to agree 2. World Bank 3. World Bank, UIS, partners 4. UIS 5. UNESCO in consulta-tion with high-level EFA group
Policy	**Establish "normative" policy benchmarks** 1. Agree on "normative" framework 2. Agree on financing framework	 1. June 2002 2. June 2002	 1, 2. World Bank in con-sultation with partners
Capacity	**Support country capacity to raise learning outcomes** 1. Support implementation of effective and sustainable policies, including user fees policies 2. Strengthen country capacity for research and policy analysis 3. Increase knowledge generation and dissemination of good practices on EFA 4. Strengthen country capacity for formulation of nationally owned strategy, through PRSP/CDF process	 1. Ongoing 2. Ongoing 3. Ongoing 4. Ongoing	 1. World Bank through World Bank Institute; and partners 2. World Bank 3. All partners 4. World Bank and partners
Financing	**Mobilize adequate resources** 1. Significantly increase donor funding for primary education, especially for recurrent expenditures 2. Ensure better targeting of EFA priority countries 3. Improve aid efficiency 4. Reverse World Bank lending decline 5. Identify flexible strategies for countries ineligible for borrowing	 1. Beginning June 02 2. Ongoing 3. Ongoing 4. After IDA-13 5. Ongoing	 1. All partners 2. All partners 3. All partners 4. World Bank 5. All partners
Other	**Identify 10 countries for fast tracking**	June 2002	World Bank in Consultation with partners

Note: Consultation meetings on these actions include Amsterdam conference (April 2002); Development Committee meetings (April 2002); Finance and Education Ministers conference (May 2002); G-8 Summit (June 2002.

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